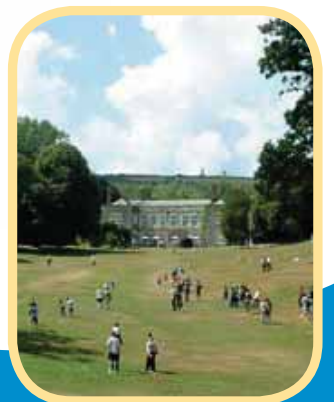
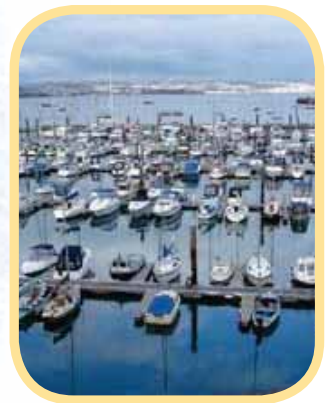


Torbay
Local Development
Framework

Local Development Scheme



**Torbay
Local Development Framework
2005 - 2026**

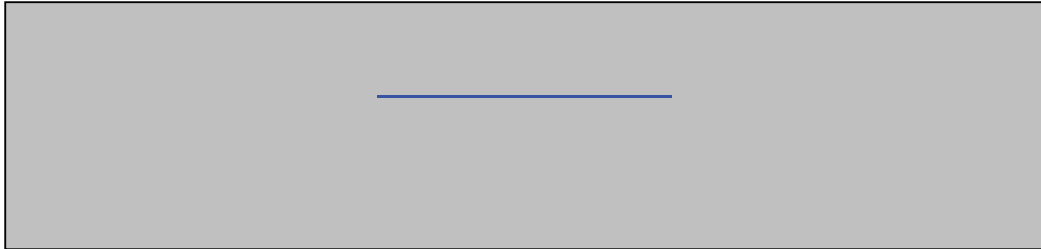
**Review of
Torbay Local Development Scheme
2005**

**Submission to
Government Office for the South West
March 2007**

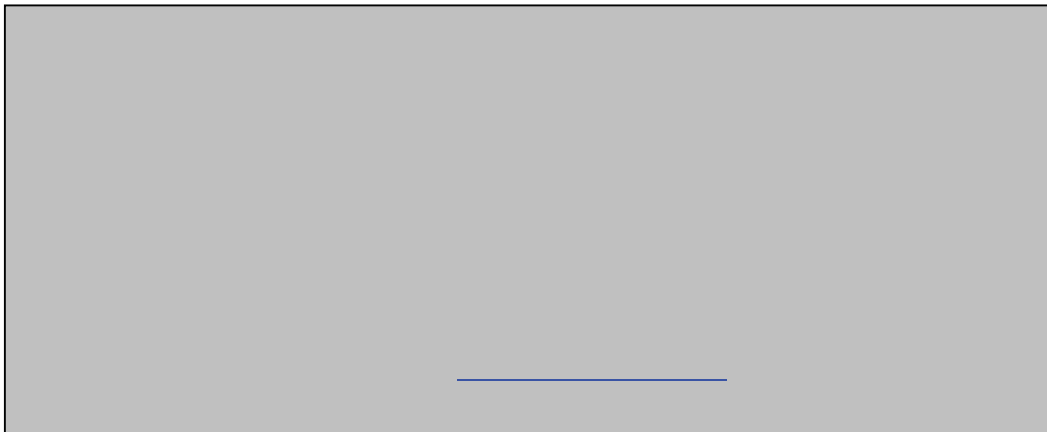
March 2008 Update

Torbay Council

The Torbay Development Plan Scheme is available as follows:



If you would like any further information about this document or any aspect of the Torbay Local Development Framework please contact us. You can also **register your interest** in the emerging Torbay Local Development Framework (LDF). Your details will be added to our LDF consultation database and you will be kept informed about the various the Local Development Documents as they are produced.



Other links that will provide more detailed background information on the spatial planning system include:

Office of the Deputy Prime Minister: Planning Policy Statement 12 - Local Development Frameworks www.communities.gov.uk

The Planning Portal (www.planningportal.gov.uk) is the Government's online service for planning which includes advice and information on the plan-led system and emerging Local Development Framework.

This document can be made available in a range of languages, on tape, in Braille, large print or in other formats. For further information please contact 01803 208804.

TORBAY LOCAL DEVELOPMENT FRAMEWORK 2005 – 2026

REVIEW OF TORBAY LOCAL DEVELOPMENT SCHEME 2005 March 2008 Update to March 2007 Submission

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1. INTRODUCTION

1.1 Planning and Compulsory Purchase Act 2004

1.1.1 The Planning and Compulsory Purchase Act 2004 came into force on September 24th 2004. This Act heralded the replacement of the development plan system of structure plans and local plans with a system of Regional Spatial Strategies (RSSs) and Local Development Frameworks (LDFs). The Act was accompanied by The Town and Country (Local Development) (England) Regulations 2004, which prescribe in detail the way this process is implemented. Government policy and guidance is set out in Planning Policy Statement 12: Local Development Frameworks (2004). More detailed complementary advice on the preparation of LDFs is contained in Creating Local Development Frameworks - A Companion Guide to PPS12 (2004).

1.1.2 The purpose of this major reform of the planning system has been to make it a more responsive and positive system that is able to address matters on a spatial basis, beyond narrow land use. It is closely related to the Government's Sustainable Communities agenda.

1.1.3 In autumn 2007, further to the publication of the Planning White Paper, DCLG consulted on a range of proposals to streamline the LDF process. This process focused on draft amendments to the 2004 Local Development Regulations and a revised replacement PPS12 'Creating strong, safe and prosperous communities through local spatial planning'.

1.2 Local Development Framework spatial planning system

1.2.1 The LDF consists of a 'portfolio' of Local Development Documents (LDDs). An LDD is a term used to describe both Development Plan Documents (DPDs) and Supplementary Planning Documents (SPDs), together with a Statement of Community Involvement (SCI) and Annual Monitoring Report (AMR). DPDs are policy documents that are subject to independent examination by the Planning Inspectorate. SPDs are non-policy documents that supplement policies set out in the LDF or a saved local plan. Details of the specific LDDs comprising the Torbay LDF are given elsewhere in this document. Collectively, they will provide and deliver the spatial planning strategy for Torbay for the period 2005 to 2026.

1.3 Torbay Local Development Scheme 2005

1.3.1 To implement the new development plan system, the Council is required to prepare and monitor a Local Development Scheme (LDS). The LDS is the project management document for the Torbay Local Development Framework, setting out the range of documents that will be prepared and the timescales for their production. The first Torbay Local Development Scheme (LDS) was submitted to the Government Office for the South West (GOSW) in March 2005 following consideration by the Council's Local Development Framework Working Party. This was a requirement of the Planning and Compulsory Purchase Act.

1.3.2 Following consideration of the LDS by both GOSW and the Government's Planning Inspectorate (PINS), the LDS was finalised in amended form late in 2005. At its meeting on 15 December 2005, the Council resolved that the LDS

as agreed by GOSW and PINS be approved and take effect from 16 December 2005 [Regulation 11 of the Town and Country Planning (Local Development) (England) Regulations 2004].

1.4 Requirement to review Local Development Schemes

1.4.1 Now that the Local Development Framework spatial planning system has been in operation for over three years, the Government is considering the effectiveness of the first series of LDSs. The Government is now seeking to improve the reliability and thus the value of LDSs as programme management documents, in the light of experience to date. This approach is also linked to one of the key messages to emerge from the recent Barker Report and White Papers (see Appendix B, Section A), namely the need to continue to improve the efficiency of the planning process, including the production of Local Development Documents. In this context, PPS12 and the related Regulations are now under review (see 1.1.3 above).

1.4.2 The Government is therefore requiring local planning authorities to carry out a review of their LDSs, to be submitted to GOSW by the end of March 2007, in order for the new Schemes to operate from 1 April 2007. The LDS will then become the definitive programme management document, rolling forward a revised Scheme to cover the next few years. From this point onwards the Government will only expect departures from LDSs in exceptional circumstances, or as agreed in response to annual monitoring.

1.4.3 In tandem with this work, the Government has also required local planning authorities to carry out a review of Adopted Local Plan policies that are currently 'Saved' under the provisions of the 2004 Act. This has been carried out in the context of the DCLG 'Saved Policies Protocol' and the Council submitted a review to meet the March 2007 deadline.

1.5 Existing Development Plan and 'Saved' Policies

1.5.1 The outcome of this review is that the policies of the Adopted Torbay Local Plan (all but three of 175 policies) have been 'saved' for a further indefinite period from September 2007 pending adoption of key LDF Development Plan Documents (Secretary of State Direction dated 20 September 2007). Similarly, all policies of the Adopted Devon Structure Plan have been 'saved' for a further period from September 2007 until such time as the Regional Spatial Strategy is adopted (Secretary of State Directions dated 20 September and 5 October 2007).

1.5.2 Pending completion of the LDF and RSS, therefore, the Development Plan providing planning policy guidance in Torbay is the saved Adopted Torbay Local Plan and the Saved Adopted Devon Structure Plan.

2. REVIEW OF TORBAY LOCAL DEVELOPMENT SCHEME 2005

2.1 Background

2.1.1 A review of the Torbay LDS 2005 was submitted to GOSW at the end of March 2007. Further 'post-submission' work has been carried out on this review and the current document embraces these changes. The need for a review of the Torbay LDS had previously been acknowledged by the Local Planning Authority (LPA), in consultation with GOSW, following recent slippage in timescales for key Development Plan Documents (DPDs).

2.1.2 Following consideration of the revised LDS by GOSW and the Planning Inspectorate (PINS), a letter to the Council from GOSW dated 26 March 2008 confirmed that there were no objections to the LDS as revised. It was subsequently resolved under delegated powers that the revised Torbay Local Development Scheme March 2007 (March 2008 Update) should **have effect from 13 May 2008**, consistent with Regulation 11 of The Town and Country Planning (Local Development) (England) Regulations 2004.

2.2 Objectives and key issues

2.2.1 The primary objectives underpinning this review are the need to ensure that any revisions to the Torbay LDS are realistic both in terms of the nature and number of Local Development Documents (LDDs) put forward and the timescales proposed for them. The review of the LDS aims to do the following:

- ✓ develop an understanding of ongoing resource requirements
- ✓ ensure effective and timely input from all key partners
- ✓ create certainty for the Authority and key partners
- ✓ balance the desirability for speed with the requirement for soundness and quality spatial planning documents

2.2.2 This review has taken into account the following factors, each of which has a bearing on both the content and timing of the LDF, and its overall direction:

A. Changes in relevant government legislation

B. Regional policy context

C. Adequacy of evidence base and impact of related strategies

D. Community Plan

E. Torbay's Corporate governance agenda

F. Local democracy

G. Resources

H. LDF programme management experience and Strategic Planning Group workload

2.2.3 A detailed discussion of these matters and their implications for the LDS is set out in Appendix B (Key Issues Background Paper).

2.3 Proposed changes to current Local Development Scheme

- 2.3.1 The issues outlined above provide a context for the review of the content and timing of Torbay's LDS.

Content

- 2.3.2 The 2005 LDS contains a range of LDDs considered appropriate at that time for delivery of an effective spatial planning policy and development framework for Torbay for the period 2006 – 2026. It is important to note that the Council had recently adopted the Torbay Local Plan, in April 2004. The Adopted Local Plan remains up to date and contains policies and proposals that provide relevant policy guidance and a sound basis for decision-making in the interim, i.e. pending completion and adoption of the LDDs currently in preparation. All but three of the 175 policies in the Adopted Torbay Local Plan have been saved for a further indefinite period by the Direction issued by DCLG in September 2007.
- 2.3.3 However, in order to fully utilise available resources in the most cost effective way and to prioritise work on the Core Strategy, it is important that the LDS is now as streamlined as possible. To facilitate an early review of fundamental development management policies, the Council is now advocating the merger of LDD5 Generic Development Control Policies with the Core Strategy (LDD2). This will ensure that high level development management policies are effectively embedded alongside key strategic spatial development policies. This course of action will also help to reduce staff time and unnecessary procedural duplication by in effect combining the two LDDs.
- 2.3.4 Nevertheless, if work on the Strategic Housing Land Availability Assessment (SHLAA) (see Appendix B, Section C) suggests that an urban extension is an appropriate way forward for the forthcoming Core Strategy Regulation 26 Preferred Options, the location affected may need to be designated as an Area Action Plan or be the subject of a Supplementary Planning Document, depending on the size of the extension, its location and its complexity, in order to provide a framework to secure development. Progress on preparation of the Regulation 17 Draft of the 'Yalberton Road, Paignton: Planning Brief' SPD (LDD10) has now been deferred pending clarification of the likely future strategic role of the 'western corridor' / Torbay Ring Road area of Paignton, also in the context of the Core Strategy.

Timing

- 2.3.5 The other key changes put forward for the LDS in this 2007 Review relate to the timing of individual LDD production. The most significant change is for the Core Strategy timescale. The suggested changes for LDDs and the dates for key milestones are illustrated in the Project Plan set out in Section 4. The main changes in the revised LDS are:

LDD 1 – Statement of Community Involvement

Progress at Examination stage has been faster than anticipated in the 2005 LDS – the SCI was adopted ahead of schedule, in May 2007

LDD 2 - Core Strategy DPD

Regulation 26 Preferred Options [or successor under Local Development (Amendment) Regulations] - public participation March 2009, influenced by anticipated December 2008 date of approval for the Regional Spatial Strategy for the South West (remaining stages outlined in Project Plan)

LDD3 - Torquay Harbour Area Action Plan DPD

Regulation 26 Preferred Options [or successor under Local Development (Amendment) Regulations] - public participation May 2008 (remaining stages outlined in Project Plan)

LDD 4 - Site Specific Policies and Proposals DPD

Start deferred until January 2009 (subject to review via AMR) (remaining stages outlined in Project Plan)

LDD5 - Generic Development Control Policies DPD

Key development management policies to be incorporated into Core Strategy (LDD2) - LDD5 as a consequence to be **deleted** from LDS

LDD 6 - Planning Contributions and Affordable Housing SPD

Regulation 17 Draft – public participation November / December 2007 – this SPD was adopted as scheduled in February 2008

LDD7 – Urban Design Guide SPD

Adopted in February 2007

LDD8 - Greenspace Strategy SPD

Adopted in December 2006

LDD9 - Great Parks, Paignton: Planning Brief

Regulation 17 Draft – public participation July / August 2008 (remaining stages outlined in Project Plan)

LDD10 - Yalberton Road, Paignton: Planning Brief

Continuation of previous progress deferred (subject to review in context of emerging Core Strategy and via Annual Monitoring Report) (remaining stages outlined in Project Plan)

2.3.6 LDD 4 (Site Specific Policies and Proposals DPD) has been deferred in order to allow a greater focus on the Core Strategy and THAAP, both of which have a high corporate priority. The current Saved Adopted Torbay Local Plan, together with central government Planning Policy Guidance / Planning Policy Statements and the Saved Devon Structure Plan will continue in the meantime to provide sound policy guidance for development control purposes. It is likely in the future that the broad strategic policy role of the Core Strategy will not only include key strategic spatial allocations but will also assume increasing importance as a development control tool. In this respect, LDFs are increasingly expected to place more emphasis on place making and a visionary approach to creating sustainable communities rather than a regulatory stance. This position underpins the decision to draw development management policies into the Core Strategy.

2.3.7 There are no changes to the timescale of the Annual Monitoring Report, which has to be submitted to GOSW by the end of December each year.

Submission of Housing and Planning Delivery Grant (HPDG) is likely to be linked to this timetable.

2.4 Conclusions

- 2.4.1 The above review of content and timing has been undertaken following a detailed assessment of current and anticipated local spatial planning policy issues. This has been carried out in the context of prevailing internal and external policy influences. It has also been undertaken in association with the review of Saved Adopted Torbay Local Plan policies and proposals. A risk assessment has been undertaken for the key issues referred to above to ensure that, as far as is practicable, the most relevant likely impacts have been addressed and subsequently reflected in the allocated timescales.
- 2.4.2 GOSW has been consulted as part of this process, against a background of informal bench marking arising from debate within the Devon Planning Policy Officers Group. Internal consultation has also taken place. Particular emphasis has been placed on the need to ensure the delivery of key documents through a manageable workload and within realistic timescales.
- 2.4.3 The following Section of the LDS outlines individual pro-formas for each LDD proposed for inclusion in the revised Torbay LDS. Certain key stages may be affected by proposed DCLG amendments to streamline the LDF process via amendments to the 2004 development Plan Regulations and PPS12 (see 1.1.3 above).

3. PROFILES OF LOCAL DEVELOPMENT DOCUMENTS

3.1 Annual Monitoring Report

Status:

Monitoring Document accompanying LDF – **Ongoing** (annual submission to Department for Communities and Local Government)

Role, scope and description:

The Annual Monitoring Report is produced by the Council to assess the manner in which the LDS has been implemented and the extent to which policies in both the saved ATLP and new LDDs are being achieved. The aim of the AMR is also to review actual plan progress in relation to the targets and milestones for LDD preparation which are set out in the Local Development Scheme. The AMR will provide an opportunity to assess key planning policy issues and priorities, and to review the content of the LDS. Monitoring of housing and employment provision and other core indicators will be an important feature of the monitoring process. The AMR will cover the period 1 April to 31 March and must be submitted to the Secretary of State by the end of the following December on an annual basis. Submission of Housing and Planning Delivery Grant (HPDG) is likely to be linked to submission of the AMR.

Evidence base:

See Section 6

Geographic coverage:

Whole of Torbay Unitary Authority area

Conformity:

N/A

Outline timetable/ key stages (see Project Plan diagram for further details):

April – Sept	Annual Torbay Land Monitors (Housing, employment, retail, tourism)
Oct – Nov	Analysis of LDS implementation / LDD production & progress / achievement of policies and related targets / housing trajectories / indicators / need for LDS and policy amendment
December	Submission of AMR to Secretary of State

3.2 LDD1 Statement of Community Involvement

Status:

Local Development Document – **Adopted May 2007**

Role, scope and description:

Sets out the local authority's approach to involving the local community and stakeholders in the preparation of Local Development Documents and the submission of planning applications. SCI will set out a clear public statement which will enable the community to know how and when it will be involved.

It will be prepared in accordance with Government principles of community involvement, namely it will:

- ✓ be of an appropriate level
- ✓ be front-loaded
- ✓ use methods of consultation which are relevant to the community
- ✓ identify opportunities for continuing involvement
- ✓ be transparent and accessible
- ✓ form part of the LDD planning process

The Statement will reflect the Council's vision / strategy for community involvement and the links with other community initiatives, including the Community Plan.

Evidence base:

See Section 6 – in particular Torbay Community Plan 2007 and Consultation and Engagement Strategy

Geographic coverage:

Whole of Torbay Unitary Authority area

Conformity:

N/A

Outline timetable/ key stages (see Project Plan diagram for further details):

The Adopted SCI was prepared in accordance with the following timescales and key stages:

April - Aug 2005	1.	Pre-production (scoping / evidence gathering)
Sept '05 - Jan '06	2.	Preparation of issues & options for SCI
Jan – March 2006	3.	Consultation on draft SCI (Reg.25)
March 2006	4.	Consideration of representations on Reg. 25 SCI and preparation of Reg.26 Preferred Options
April – May 2006	5.	Regulation 26 public participation period
May – June 2006	6.	Consideration of representations on Reg.26
July – Aug 2006	7.	Preparation of submission SCI
Nov - Dec 2006	8.	Submission of SCI to Secretary of State (Reg.28) and related consultation period
Jan – Feb 2007	9.	Consideration of representations on submitted SCI (Reg.29) & preparation of Representations Statement (Reg.31)
March 2007	11.	Independent Public Examination (Reg.34)
April 2007	12.	Receipt of Inspector's Report (Reg.35)
May 2007	13.	Adoption of SCI (Reg.36)

3.3 LDD2 Core Strategy (including Generic Development Management {Policies})

Status:

Development Plan Document – ***In progress***

Role, scope and description:

The purpose of the Core Strategy is to set out a spatial vision, spatial objectives and strategy for the development of Torbay for the period up to 2026. It will contain the principal quantified development provision and targets for development and conservation within Torbay, in particular housing provision (including affordable housing), employment provision and retail floorspace requirements.

Current Strategic Aims and Objectives, and Strategic Policies, set out in the saved Adopted Torbay Local Plan provide a sound interim strategic planning framework for Torbay. The production of the Core Strategy is a high corporate priority.

The Generic Development Management Policies element of this DPD will develop the Core Strategy spatial vision, spatial objectives and strategy for development in Torbay. They will comprise broad criteria-based policies relating to specific topics for the period up to 2026. These policies will in turn complement the Site Specific Policies and Proposals DPD.

Policies will be prepared as a basis for consideration of planning applications for the development, use and conservation of land in Torbay. They will focus on a limited range of key local spatial planning issues relating to housing, employment, tourism, retailing and town centres, community, education and health facilities, recreation and leisure, infrastructure, waste and minerals, landscape and green environment, nature conservation and biodiversity, environmental protection, the built environment, transport and accessibility.

Evidence base:

See Section 6 – a full range of existing and proposed evidence base will be used to inform the preparation of a wide spectrum of strategic objectives and policies, in particular Torbay Strategic Housing Land Availability Assessment, Torbay Retail Study, Torbay Employment Land Review, Torbay Landscape Character Area Study and Torbay Biodiversity and Geodiversity Action Plan

Geographic coverage:

Whole of Torbay Unitary Authority area

Conformity:

Emerging Regional Spatial Strategy for the South West 2006 - 2026

Outline timetable / key stages (see Project Plan diagram for further details):

Sept - Dec 2005	1.	Pre-production (scoping / evidence gathering)
Jan - April 2006	2.	Preparation of issues & options for CS
April - May 2006	3.	Consultation on draft CS (Reg.25)
June - Aug 2006	4.	Consideration of representations on Reg. 25 CS
Sept '06 – Feb '09		Preparation of Reg.26 Preferred Options
Mar – April '09	5.	Regulation 26 public participation period
May – July '09	6.	Consideration of representations on Reg.26
Aug – Dec '09	7.	Preparation of submission CS
Jan – Feb '10	8.	Submission of CS to Secretary of State (Reg.28) and related consultation period
May – April '10	9.	Consideration of representations on submitted CS (Reg.29) & preparation of Representations Statement (Reg.31)
May – June '10	10.	Pre-Examination meeting
July – Nov '10	11.	Independent Public Examination (Reg.34)
Dec '10	12.	Receipt of Inspector's Report (Reg.35)
Jan – Feb '11	13.	Adoption of CS (Reg.36)

3.4 LDD3 Torquay Harbour Area Action Plan

Status:

Development Plan Document – *In progress*

Role, scope and description:

To provide a planning framework for an area of major change identified in Policy TU1.1 of the Saved Torbay Local Plan. The THAAP aims both to stimulate regeneration and maintain and enhance the Harbour area, in order to resolve conflicting objectives in an area subject to development pressure. In particular, this Plan seeks to identify proposals for the development of those parts of the TU1.1 which are not covered by Local Plan allocations.

Evidence base:

See Section 6

Geographic coverage:

Torquay Harbour and surroundings, Torquay – approximately the same area as identified within Policy TU1.1 in Torbay Local Plan

Conformity:

Policies and proposals of Saved Adopted Torbay Local Plan 1995 - 2011
Policies and proposals of Saved Adopted Devon Structure Plan 2001 to 2016
Emerging Regional Spatial Strategy for the South West 2006 - 2026
(Emerging Core Strategy DPD)

Outline timetable / key stages (see Project Plan diagram for further details):

Sept - Dec 2005	1.	Pre-production (scoping / evidence gathering)
Jan - April 2006	2.	Preparation of issues & options for THAAP
April - May 2006	3.	Consultation on draft THAAP (Reg.25)
June - Aug 2006	4.	Consideration of representations on Reg. 25 THAAP
Sept '06 - April '08		Preparation of Reg.26 Preferred Options
May - June '08	5.	Regulation 26 public participation period
July – Sept '08	6.	Consideration of representations on Reg.26
Oct '08 – Feb '09	7.	Preparation of submission THAAP
Mar – April '09	8.	Submission of THAAP to Secretary of State (Reg.28) and related consultation period
May – June '09	9.	Consideration of representations on submitted THAAP (Reg.29) & preparation of Representations Statement (Reg.31)
July – Aug '09	10.	Pre-Examination meeting
Sept '09 – Jan '10	11.	Independent Public Examination (Reg.34)
Feb '10	12.	Receipt of Inspector's Report (Reg.35)
Mar – April '10	13.	Adoption of THAAP (Reg.36)

3.5 LDD4 Site Specific Policies and Proposals

Status:

Development Plan Document – **Not started**

Role, scope and description:

The Site Specific Policies and Proposals DPD will develop in detail the spatial vision, spatial objectives, strategy and over-arching development management policies that are set out in the Core Strategy for the development of Torbay. It will comprise site specific policies and proposals for the period up to 2026. Work on this DPD will not commence until 2009 for the reasons explained in Paragraph 2.3.6.

Policies and proposals will address site specific development and conservation proposals relating to the full range of spatial planning issues, including housing, employment, tourism, retailing and town centres, community, education and health facilities, recreation and leisure, infrastructure, waste and minerals, landscape and green environment, nature conservation and biodiversity, environmental protection, energy conservation, the built environment, transport and accessibility.

Evidence base:

See Section 6 – a full range of existing and proposed evidence base will be used to inform the preparation of a wide spectrum of policies and proposals, in particular Torbay Strategic Housing Land Availability Assessment, Torbay Retail Study, Torbay Employment Land Review, Torbay Landscape Character Areas Study and Torbay Biodiversity and Geodiversity Action Plan.

Geographic coverage:

Whole of Torbay Unitary Authority area

Conformity:

Emerging Regional Spatial Strategy for the South West 2006 - 2026
(Emerging Core Strategy DPD)

Outline timetable / key stages (see Project Plan diagram for further details):

Jan – Mar 2009	1.	Pre-production (scoping / evidence gathering)
April – Sept 2009	2.	Preparation of issues & options
Oct – Dec 2009	3.	Consultation on draft (Reg.25)
Jan – June 2010	4.	Consideration of representations on Reg. 25 & preparation of Reg.26 Preferred Options
July – Aug 2010	5.	Regulation 26 public participation period
Sept – Nov 2010	6.	Consideration of representations on Reg.26
Dec '10 – April 2011	7.	Preparation of submission DPD
May - June 2011	8.	Submission of to Secretary of State (Reg.28) and related consultation period
July – Aug 2011	9.	Consideration of representations on submitted (Reg.29) & preparation of Representations Statement (Reg.31)
Sept - Oct 2011	10.	Pre-Examination meeting
Nov '11 – Mar '12	11.	Independent Public Examination (Reg.34)
April 2012	12.	Receipt of Inspector's Report (Reg.35)
May – June 2012	13.	Adoption (Reg.36)

3.6 LDD6 Planning Contributions and Affordable Housing

Status:

Supplementary Planning Document – **Adopted February 2008**

Role, scope and description:

This SPD will amplify guidance set out in the relevant saved ATLP policies in the context of emerging legislation arising from the Planning and Compulsory Purchase Act 2004, Planning Policy Statement 3 and the relevant Circular(s). It will expand and clarify current legislation and advice relating to the use of Planning Contributions. It will contain clear guidance relating to types of development for which the Council is likely to seek a contribution, relative priorities and means of delivery and details on how contributions have been calculated.

The SPD will thus assist the Council in making full use of its powers relating to the development process, and provide a framework for the prioritisation of corporate objectives. The programme for preparation of this SPD will be influenced by Government timescales for publication of further advice relating to this topic. The SPD will address a range of considerations including affordable housing, highways and access, public transport, cycle ways and enhanced pedestrian access, public open space and recreation, education and other community contributions. Improving access to good quality affordable housing is a key corporate priority of the Council. This SPD will provide guidance to assist the delivery of such housing in Torbay and is intended to provide clarification and amplification of saved Local Plan policies relating to affordable housing provision. It will constitute an update of the existing saved Affordable Housing SPG which was adopted in 2003.

Evidence base:

See Section 6 – including in particular Torbay Housing Partnership Strategy, Torbay and Exeter Housing Market Assessment, Torbay Housing Land Monitor and Torbay Local Transport Plan

Geographic coverage:

Whole of Torbay Unitary Authority area

Conformity:

Policies & proposals of Saved Adopted Torbay Local Plan 1995 - 2011
Policies & proposals of Saved Adopted Devon Structure Plan 2001 to 2016

Outline timetable / key stages (see Project Plan diagram for further details):

Sept - Dec 2005	1.	Pre-production (scoping / evidence gathering)
Jan - May 2006	2.	Preparation of issues & options
June - July 2006	3.	Consultation on draft (Pre - Reg. 17)
Aug '06 - Oct '07	4.	Consideration of representations on Pre – Reg. 17 & preparation of draft Reg.17 SPD
Nov - Dec 2007	5.	Regulation 17 public participation period
Jan 2008	6.	Consideration of representations on Reg.17
Jan - Feb 2008	7.	Preparation of final SPD
Feb 2008	13.	Adoption of SPD (Reg.19)

3.7 LDD7 Urban Design Strategy

Status:

Supplementary Planning Document – **Adopted February 2007**

Role, scope and description:

A framework will be provided giving detailed supplementary guidance on the design of buildings and their relationship with their surroundings, including reference to context and local distinctiveness, use of spaces, scale, massing, materials and hard and soft landscaping. This document focuses on the preparation of a framework that sets out the key principles and objectives to guide development within Torbay.

Evidence base:

See Section 6

Geographic coverage:

Whole of Torbay Unitary Authority area

Conformity:

Policies & proposals of Saved Adopted Torbay Local Plan 1995 - 2011
Policies & proposals of Saved Adopted Devon Structure Plan 2001 to 2016

Outline timetable / key stages (see Project Plan diagram for further details):

The Adopted UDG was prepared in accordance with the following timescales and key stages:

Sept - Dec 2005	1.	Pre-production (scoping / evidence gathering)
Jan - May 2006	2.	Preparation of issues & options
June - July 2006	3.	Consultation on draft (Pre - Reg.17)
Aug - Sept 2006	4.	Consideration of representations on Pre – Reg. 17 & preparation of draft Reg.17 SPD
Oct - Nov 2006	5.	Regulation 17 public participation period
Nov 2006	6.	Consideration of representations on Reg.17
Dec '06 - Jan '07	7.	Preparation of final SPD
Feb 2007	13.	Adoption of SPD (Reg.19)

3.8 LDD8 Greenspace Strategy

Status:

Supplementary Planning Document– **Adopted December 2006**

Role, scope and description:

This SPD addresses the issue of how Torbay's green spaces are used and managed. In particular it considers appearance, safety, accessibility, attitudes to use of spaces, improvement of facilities and attractions, use for events and entertainment, and development of educational opportunities. It provides guidance to inform the determination of planning applications relating to development affecting green spaces, and is accompanied by an Action Plan.

Evidence base:

See Section 6

Geographic coverage:

Whole of Torbay Unitary Authority area

Conformity:

Policies & proposals of Saved Adopted Torbay Local Plan 1995 - 2011
Policies & proposals of Saved Adopted Devon Structure Plan 2001 to 2016

Outline timetable / key stages (see Project Plan diagram for further details):

The Adopted Greenspace Strategy was prepared in accordance with the following timescales and key stages:

Jan - Mar 2005	1.	Pre-production (scoping / evidence gathering)
Apr - Aug 2005	2.	Preparation of issues & options
Sept - Oct 2005	3.	Consultation on draft (Pre - Reg.17)
Nov '05 - May '06	4.	Consideration of representations on Pre – Reg. 17 & preparation of draft Reg.17 SPD
June - July 2006	5.	Regulation 17 public participation period
Aug - Sept 2006	6.	Consideration of representations on Reg.17
Oct - Nov 2006	7.	Preparation of final SPD
December 2006	13.	Adoption of SPD (Reg.19)

3.9 LDD9 Great Parks, Paignton: Planning Brief

Status:

Supplementary Planning Document – ***In progress***

Role, scope and description:

The SPD will set out the planning principles for the sustainable development of the site for housing and community purposes. It will replace the existing Planning Brief for Great Parks that was adopted by the Council in 1994 and now requires updating. The new Brief will consider the allocation and phasing of land for residential development, the provision of related community facilities, transportation, amenity, environmental and other planning concerns. This will provide detailed guidance to developers for implementation of proposals for the remaining undeveloped part of this area, namely part of Phase 1 and all of Phase 2 of the development.

Evidence base:

See Section 6

Geographic coverage:

Land at Great Parks, Paignton adjacent to Brixham Road, Paignton - area within Phase 1 of development at Great Parks; Housing Policies H1.11, H1.12 and H1.13; Community Facility Retail Policies CF8.6 and CF14/S11.2; Recreation Policies R6.2/R7.6 in the Saved Adopted Torbay Local Plan.

Conformity:

Policies & proposals of Saved Adopted Torbay Local Plan 1995 - 2011
Policies & proposals of Saved Adopted Devon Structure Plan 2001 to 2016

Outline timetable / key stages (see Project Plan diagram for further details):

Sept - Dec 2005	1.	Pre-production (scoping / evidence gathering)
Jan - July 2006	2.	Preparation of issues & options
July - Aug 2006	3.	Consultation on draft (Pre - Reg.17)
Sept '06 – June '08	4.	Consideration of representations on Pre – Reg. 17 & preparation of draft Reg.17 SPD
July – Aug 2008	5.	Regulation 17 public participation period
Sept – Oct 2008	6.	Consideration of representations on Reg.17
Nov 2008	7.	Preparation of final SPD
Dec 2008	13.	Adoption of SPD (Reg.19)

3.10 LDD10 Yalberton Road, Paignton: Planning Brief

Status:

Supplementary Planning Document – **Currently deferred pending preparatory work on Core Strategy Preferred Options DPD**

Role, scope and description:

The SPD will set out the planning principles for the development of the site for employment purposes. It will aim in particular to promote sustainable regeneration and employment in Torbay, to provide detailed guidance to developers for implementation of the employment park, to address amenity, environmental, transport and other planning concerns; and to foster community ownership of the proposed development.

Evidence base:

See Section 6

Geographic coverage:

Yalberton Road / Brixham Road, Paignton employment allocation - area within Policy E1.16(C) in Saved Adopted Torbay Local Plan

Conformity:

Policies & proposals of Saved Adopted Torbay Local Plan 1995 - 2011
Policies & proposals of Saved Adopted Devon Structure Plan 2001 to 2016

Outline timetable / key stages (see Project Plan diagram for further details):

Sept - Dec 2005	1.	Pre-production (scoping / evidence gathering)
Jan - July 2006	2.	Preparation of issues & options
July - Aug 2006	3.	Consultation on draft (Pre - Reg.17)
Sept - Dec 2006	4.	Consideration of representations on Pre - Reg. 17 & preparation of draft Reg.17 SPD

Work on SPD deferred pending preparatory work on Core Strategy Preferred Options DPD

To be determined via AMR	5.	Regulation 17 public participation period
To be determined via AMR	6.	Consideration of representations on Reg.17
To be determined via AMR	7.	Preparation of final SPD
To be determined via AMR	13.	Adoption of SPD (Reg.19)

4. PROJECT PLAN AND WORK PROGRAMME

4.1 Aims and objectives

4.1.1 The aim of the Local Development Scheme is to set out a programme for the delivery of an appropriate set of LDDs in accordance with realistic timescales.

4.1.2 The key components of the Torbay Local Development Scheme are the Annual Monitoring Report, the Statement of Community Involvement, the Core Strategy (including Generic Development Management Policies), an Area Action Plan for Torquay Harbour and a series of SPDs to reinforce policies in the saved adopted Torbay Local Plan (the Planning Contributions and Affordable Housing SPD, Urban Design SPD, Greenspace Strategy SPD and Great Parks Planning Brief SPD (the Yalberton Road Planning Brief SPD has been deferred). It is envisaged that in connection with the Site Specific Policies and Proposals DPD, identified for preparation in the 2009 – 2012 period, preparatory work is likely to take place throughout the period 2008 - 2009 in respect of related evidence base work (see Section 6).

4.2 Detailed work programme

4.2.1 A detailed work programme and project plan for the current LDS is reproduced in the diagram overleaf. It sets out a timetable, timeline and key milestones for each LDD. As a general principle, this programme endeavours to reflect the need for realism, taking into account the importance of making proper allowance for contingencies arising from the increasing pressures being placed on staff and other resources (see Section 7 below), the importance of stakeholder involvement and the related cycle of Council meetings. It also embraces the considerable workload implications arising from the need to meet the Sustainability Appraisal / Strategic Environmental Assessment requirements for the production of each DPD and SPD (see 5.2 below).

4.2.2 The programme outlines the following key document preparation stages:

1. Pre-production (Scoping / evidence gathering / SA Scoping Report
2. Preparation of issues and options for DPD [Reg.25] and SPD [Pre-Reg.17] > SA options analysis
3. Reg.25 / Pre-Reg.17 consultation period
4. Consideration of representations & preparation of Preferred
5. Options DPD [Reg.26], Draft SPD [Reg.17] + related SA
6. Consideration of representations on Preferred Options (DPD) [Reg.27] / contents (SPD) [Reg.18]
7. Preparation of submission DPD / submission SCI / final SPD / SA
8. Submission DPD / SCI to Secretary of State [Reg.28], SA and related consultation period
9. Consider representations on submitted DPD [Reg.29]
10. Pre-Examination meeting
11. Independent Examination [Reg.34]
12. Receipt of binding Inspector's Report [Reg.35]
13. Adoption by Council of DPD [Reg.36] and SPD [Reg.19]

4.2.3 The Council will revise the saved Adopted Torbay Local Plan Proposals Map when each DPD is eventually adopted, in order to illustrate the geographical application of new policies and proposals contained within specific DPDs.

LOCAL DEVELOPMENT DOCUMENT	11				12				13				14																			
	J	F	M	A	J	J	A	S	O	N	D	J	F	M	A	J	J	A	S	O	N	D	J	F	M	A	J	J	A	S	O	N
Local Development Scheme (LDS)																																
Annual Monitoring Report (AMR)				*																												
Statement of Community Involvement (SCI)																																
Development Plan Document (DPD)																																
Core Strategy +																																
Torquay Harbour Area Action Plan																																
Site Specific Policies and Proposals																																
Generic Development Control Policies																																
Planning Contributions & Affordable Hsg																																
Urban Design Guide																																
Greenspace Strategy																																
Great Parks, Paignton: Planning Brief																																
Valberton Road, Paignton: Planning Brief																																

1. Pre-production (Scoping / evidence gathering / SA Scoping Report)
 2. Preparation of issues & alternative options for DPD [Reg.25] & SPD [Pre-Reg.17] > SA options analysis
 3. Reg.25 / Pre-Reg.17 consultation period
 4. Consideration of representations & preparation of Preferred Options DPD [Reg.26], Draft SPD [Reg.17] + related SA
 5. Reg.26 / Reg.17 public participation period
 6. Consideration of representations on Preferred Options (DPD) [Reg.27] / contents (SPD) [Reg.18]
 7. Preparation of submission DPD / submission SCI / final SPD / SA
 8. Submission DPD / SCI to Secretary of State [Reg.28], SA and related consultation period
 9. Consider representations on submitted DPD [Reg.29]
 10. Pre-Examination meeting
 11. Independent Examination [Reg.34]
 12. Receipt of binding Inspector's Report [Reg.35]
 13. Adoption by Council of DPD [Reg.36] and SPD [Reg.19]
- Notes:**
- 1. No's 1 to 13 & symbols (* +) = key milestones / dates for LDDs
 - Shaded stages (3, 5 & 8) = statutory public consultation and participation stages (DPDs - 6 weeks; SPDs - 4 to 6 weeks)
 - 2. All DPDs and SPDs are subject to Sustainability Appraisal / Appropriate Assessment throughout their preparation
 - 3. Extended 'saved period' for Adopted Torbay Local Plan Strategic Aims and Objectives & Policies runs to September 2011
 - 4. All references to 'Regulation' relate to The Town & Country Planning (Local Development)(England) Regulations 2004
- * Submission of LDS Review to Secretary of State by 30/03/07
 " Submit to Secretary of State by end December (annual) [Reg.48]
 + Possible need for a new Area Action Plan to implement Core Strategy, depending on settlement strategy pursued

5. SUSTAINABILITY APPRAISAL AND STRATEGIC ENVIRONMENTAL ASSESSMENT

5.1 Legislative background

5.1.1 The Planning and Compulsory Purchase Act 2004 requires Local Development Documents to be prepared with a view to contributing to the achievement of sustainable development (Section 39). There is a parallel requirement for the Council to comply with the European Union Directive 2001/42/EC which stipulates the need for formal strategic environmental assessment of certain plans and programmes impacting on the environment. In addition, the Council is required to comply with the EU Habitats Directive by carrying out Appropriate Assessment under the Habitats Regulations Assessment. These requirements will apply to each of the LDDs set out in this Local Development Scheme, with the exception of the AMR and SCI.

5.2 Appraisal process

5.2.1 Government guidance indicates that sustainability appraisal relating to preparation of LDFs is a systematic and iterative process which incorporates the requirements of the Strategic Environmental Appraisal Directive. This process has been fully integrated into the Torbay LDF process and applies to the prescribed key stages of LDD production. The purpose of the SA is to appraise the implications of policies and proposals in terms of their social, environmental and economic effects. The Council will therefore produce appropriate technical information for each stage of LDD preparation, in liaison with relevant organisations, commensurate with the scope of the LDD that is subject to appraisal.

6. EVIDENCE BASE

6.1 Scope

6.1.1 Preparation of the Torbay Local Development Framework will continue to draw on a variety of data and information sources. This evidence base comprises both a wide range of existing documents and a number of new studies that are required to supplement current information. This full range of documents will in turn also provide a source of baseline data for preparation of the SA and SEA process.

6.2 Existing evidence base

6.2.1 The following studies in particular are relevant:

Community

- ✓ Torbay Community Plan 2007+ (Turning the tide for Torbay)
- ✓ Torbay Education Strategy
- ✓ Torbay Cultural Strategy
- ✓ Torbay Primary Care Trust Strategic Service Development Plan 2004 to 2014
- ✓ Torbay's Play Strategy (July 2005)
- ✓ Torbay Communication and Engagement Strategy 2005

Housing

- ✓ Torbay Housing Partnership Strategy 2003 - 2006
- ✓ Torbay Housing Needs Study 2003
- ✓ Torbay Urban Capacity Study 2005
- ✓ Torbay and Exeter Housing Market Assessment 2007

Economy

- ✓ Brixham Harbour Regeneration Strategy Report 2000
- ✓ The Torbay Economy 1995 -2005: A Time to Reflect
- ✓ Torbay Economic Regeneration Strategy 2006
- ✓ Torbay Employment Land Review 2006
- ✓ Torbay Retail Study 2006
- ✓ Torbay Retail Study – 2007 Update (2007)
- ✓ Torbay Mayoral Vision 2008

Transportation

- ✓ Torbay Local Transport Plan 2001 – 2006 / LTP2
- ✓ Torquay Central Area Transportation Study 2002
- ✓ Paignton Central Area Transportation Study 2002
- ✓ Brixham Central Area Transportation Study 2004

Conservation and biodiversity

- ✓ Torbay Wildlife Study 1998
- ✓ Torbay Heritage Strategy 2004
- ✓ Torbay Biodiversity and Geodiversity Action Plan 2007
- ✓ Torbay Municipal Waste Management Strategy 2008

Monitoring

- ✓ Torbay Housing Land Monitor 2007 (produced annually)
- ✓ Torbay Employment Land Monitor 2007 (produced annually)
- ✓ Torbay Retail Monitor 2007 (produced annually)
- ✓ Torbay Principal Holiday Accommodation Areas Monitor 2007 (produced annually)

6.3 Proposed new evidence base

6.3.1 The Council has had regard to the key spatial planning issues likely to be faced over the period until 2026 and has identified the following additional technical studies that are now required to inform the LDF process. In each case, the Local Planning Authority will seek to secure appropriate involvement of local communities, stakeholders and commercial interests. Studies will be managed in the context of the LDS time-scale and input of data and findings co-ordinated accordingly. New studies required are as follows:

- LDF Sustainability Appraisals (ongoing)
- Torbay Strategic Housing Land Availability Assessment (in progress)
- Torbay Housing Viability Study (in progress)
- Torbay Climate Change Strategy (in progress)
- Torbay Landscape Character Areas Assessment (pending)
- Torbay Employment Land Review – 2008 Update (pending)

6.3.2 In the context of the Council's ongoing involvement in preparation of the emerging Regional Spatial Strategy, it is recognised that additional

background evidence may be required in order to progress work both on the Core Strategy and New Growth Point submissions / bids, as well as DPDs which fall into later stages of the LDF work programme. Similarly, account will be taken of the need to carry out further research in relation to any key issues arising from the above emerging studies.

6.4 Other material considerations

- 6.4.1 The Council will have regard to policy guidance, research and technical documents produced by key statutory partners. These include the Environment Agency, Natural England, English Heritage, and Sport England, as well as other bodies such as the Torbay Coast and Countryside Trust, Devon Wildlife Trust, the South Devon Healthcare NHS Foundation Trust and Torbay Primary Care Trust.

7. **RESOURCE MANAGEMENT**

7.1 Background

- 7.1.1 The LDF process requires thorough and realistic resource management. This applies particularly to the availability and deployment of staff and financial allocations through relevant budget systems. Both aspects need to be embedded within an effective and transparent organisational and decision-making framework to ensure deliverability. The Torbay LDF Members Working Party has been formally constituted to focus involvement of Members of the Council in this process. It comprises six Members and is serviced by the Service Manager - Strategic Planning (see 7.2 below). Where appropriate, recommendations are passed to the Cabinet and Council for decision making in accordance with Council protocol (see also Statutory Instrument 2004 No.2211 for detailed government guidance). Use will also be made of the Council's delegated decision-making arrangements. To be effective, resource management also requires commensurate risk assessment (see Section 8 below).

7.2 Staffing

- 7.2.1 The Planning, Development and Policy Business Unit has a small, well-established and experienced dedicated planning policy unit (the Strategic Planning Group) which is responsible for development planning, policy, monitoring and research work. This unit was established in 1997 when the Council gained Unitary Authority status and was specifically tasked with progressing local plan preparation, strategy and policy formulation. In this context it was responsible for preparation of the Torbay Local Plan, adopted in 2004. The unit comprises four full time qualified chartered town planners (one post currently vacant), one full-time dedicated sustainability appraisal officer (currently vacant) and one monitoring officer. There is in addition a new and unfilled senior planning officer post which has New Growth Point funding. Importantly, there is currently a vacant Assistant Director – Environmental Policy post that has had responsibility for taking the lead on strategic planning policy matters. This Group is backed with modest administrative support (a single full time reduced hours post). Additional guidance is available from the Assistant Director – Planning, Development and Policy, who is also an experienced chartered town planner.

- 7.2.2 The Strategic Planning Group, under the Service Manager, has responsibility for management of the LDF process and preparation and delivery of key LDDs and related documents. The Group is actively involved in on-going discussions at local, regional and national level regarding emerging best practice. The Strategic Planning Group operates alongside the Strategic Transportation Group (responsible for the LTP) and the Strategic Environmental Policy Group (SA and SEA work, Waste Management Strategy, Climate Change Strategy) and can draw upon any necessary LDF related advice as required. This is an important professional synergy.
- 7.2.3 Sustainability appraisal and appropriate assessment work is currently being undertaken by consultants for specific current LDDs. Further consultant support will be required pending recruitment to the vacant sustainability appraisal officer post referred to above. Given the nature of the LDF, there is likely to be a continuing requirement to draw on staff within the Business Unit and wider Council in specific specialist areas in order to progress particular areas of work.
- 7.2.4 LDF work will involve cross-cutting links with relevant Strategic Directors. Officers from other Business Units and teams within the Council will contribute advice and expertise as required, under the auspices of the LDF Officer Steering Group, and particularly in the following areas:
- ❑ Transportation / Highways – strategic and detailed transportation issues
 - ❑ Environmental Policy – waste management, climate change, sustainability appraisal and strategic environmental assessment
 - ❑ Torbay Development Agency (public / private partnership regeneration body) – economy, regeneration and tourism
 - ❑ Engineering – drainage, flooding, sea defences
 - ❑ Environmental Health / Consumer Protection – ground contamination, pollution and licensing
 - ❑ Procurement and estates - work relating to Council owned land
 - ❑ Housing - in relation to affordable housing issues, gypsy and traveller provision
 - ❑ Legal Services - guidance on the interpretation of legal matters, S106 agreements
 - ❑ Democratic Services – administration of LDF Working Party, Cabinet and Council
 - ❑ Corporate Policy Unit - Community Plan, stakeholder and community engagement, and specific research and intelligence matters
 - ❑ Design Studio - graphics service
 - ❑ Communications – involvement in SCI and media / consultation matters
 - ❑ Printing Unit - document production service.
- 7.2.5 Staff resources currently available in the Strategic Planning Group to undertake the work generated by the Local Development Scheme is modest in relation to the Group's ever-increasing workload. Where expertise or in-house capacity is inadequate, or where existing posts remain unfilled due to lack of suitable applicants, consultants and contract planning officers may need to be employed to ensure timely delivery of critical areas of LDF work. At present, consultants are being used for the production of major new research studies forming part of the evidence base, including the Torbay Strategic Housing Land Availability Assessment, Torbay Housing Viability Study, Torbay Landscape Character Areas Assessment and Sustainability

Appraisal / Appropriate Assessment work for two SPDs and an Area Action Plan DPD.

7.3 Financial resources and budget

7.3.1 The Business Unit budget makes provision for development plan work on a regular annual 'rolling programme' basis. This funding stream was initially put in place to provide the resources required to facilitate preparation of the Local Plan and financing the Local Plan Inquiry. This budget system has been adapted to support and enable preparation, production and formal Examination of the range of LDDs that make up the LDF.

7.3.2 The Council has been awarded a substantial element of Government Planning Delivery Grant during the past three years on the basis of its development control and development plan performance. It has also benefited from further allocations as a result of the Council's performance in meeting e-Planning performance indicators (Pendleton Criteria). The PDG regime has now ended and has been replaced by the Housing and Planning Delivery Grant programme. The precise level of future HPDG that will be apportioned for LDF production is at present unclear – details of the final allocation mechanism are awaited. It will be critical to the LDF delivery programme that an appropriate level of the Council's allocated HPDG is used to resource the Strategic Planning Group. This should help to maintain a basic level of resources and therefore the performance of the Group. The first LDF milestones to generate PDG payment were the submission of the first Local Development Scheme to the Secretary of State before the end of March 2005, and the first AMR by December 2005.

8. RISK ASSESSMENT

8.1 Context

8.1.1 The Local Development Framework represents a relatively new approach to development planning at the local level. Within a relatively short period operation, both the management of this system and the content of the new planning policy documents (DPDs, SPDs and SCI) are now the subject of review based on emerging best practice and updated Government advice (see 1.4.1 above). This is also the case in respect of Sustainability Appraisal.

8.2 Key areas of risk

8.2.1 Against this background, the key areas of risk associated with delivery of the Torbay LDS relate to the following issues:

- a) Timetable and work programme slippage – it is essential that as far as possible time-scales are realistic, and that allowance is made for workloads arising from other core areas of planning policy work. However, it is untenable to allow the timetable to be derailed by non-essential work – there is therefore a clear expectation that prioritisation of work within the Business Unit should reflect this approach.
- b) Late delivery of specific research studies and out-sourced SA contracts - failure to produce important documents to provide

evidence based research and provide detailed guidance for policy implementation can seriously impede progress; this can be offset with realistic work programmes, as above, and effective project management.

- c) Inadequate staff resources – staff departures, unfilled staff vacancies, staff illness, unforeseen additional LDD work requirements and unforeseen gaps in specific areas of expertise may need to be offset by use of consultants, contract staff or seconded in-house staff.
- d) Capacity of the Planning Inspectorate (PINS) to accommodate demands of examination process – this is difficult to ameliorate since the Torbay LDF is only one of a substantial number of LDFs being promoted nationally. Close liaison with PINS and the Government Office for the South West (GOSW) will help to minimise problems
- e) Failure of DPDs to meet the tests of soundness – monitoring compliance with the Regulations and tests of soundness, awareness of best practice, benchmarking and close liaison with GOSW and PINS will help to reduce this risk
- f) Legal challenges - working closely with GOSW and PINS, production of a sound evidence base, appropriate community involvement, sound SA and SEA, benchmarking and awareness of good practice we be essential to reduce risk in this area.
- g) Reduction in budget - promoting the corporate role of the LDF and its close association with the Community Plan should ensure that this area of work continues to secure local authority funding; maintaining and improving levels of overall performance of this planning service will enhance the prospects of allocation of Housing and Planning Delivery Grant.
- h) Lack of corporate focus and support - the increasingly corporate role of the Council's spatial planning policy remit, the high central government profile for development of the Sustainable Communities Plan and the general thrust of the recent Government white and green papers should help to ensure that LDF work is given high priority in the context of the Council's corporate priorities. Effective integration of the Community Plan and Local Area Agreement process with the emerging LDF is essential prerequisite of this objective.

9. REVIEW AND MONITORING

9.1 Annual Monitoring Report

- 9.1.1 The Council is required to monitor and review the progress made with preparation of the Local Development Framework. This will be implemented by means of the published Annual Monitoring Report (AMR) which will assess progress in the context of the timetable and milestones set out in the LDS. This process forms a key aspect of the Government's 'plan, monitor and manage' approach to the planning system. Further details are set out in 3.1 above.

9.2 Review process

- 9.2.1 The review process is required ultimately to consider whether targets relating to constituent LDDs have been met and to assess the underlying causes of any delays experienced. The AMR will also review key planning policy issues, priorities and indicators, and assess the effectiveness of the existing spatial planning framework. As a result, improvement, amendment or replacement may be necessary having regard to matters such as resources, best practice and changing government advice.
- 9.2.2 The Council has a well-established related programme of monitoring which includes annual monitors concerning Housing Land, Employment Land, Retail Development and Holiday Accommodation
- 9.2.3 The Strategic Planning Group will continue to keep the LDS under review through tracking against the related Detailed LDF Work Programme and the assessment process that forms part of the Annual Monitoring Report. The AMR additionally places the monitoring and review process in a wider corporate context. The AMR is based on the period 1st April to 31st March and is submitted to the Secretary of State on an annual basis by the end of the following December.

APPENDIX A

Glossary of acronyms

AAP	Area Action Plan
AMR	Annual Monitoring Report
ATLP	Adopted Torbay Local Plan
DCLG	Department for Communities and Local Government
DPD	Development Plan Document
DSP	Devon Structure Plan
GOSW	Government Office for the South West
LDD	Local Development Document
LDF	Local Development Framework
LDS	Local Development Scheme
LTP2	Local Transport Plan (Second Version)
PINS	Planning Inspectorate
PPG	Planning Policy Guidance Note
PPS	Planning Policy Statement
RPG	Regional Planning Guidance
RSS	Regional Spatial Strategy
SA	Sustainability Appraisal
SCI	Statement of Community Involvement
SPD	Supplementary Planning Document

APPENDIX B

Review of Torbay Local development Scheme 2005 – Key Issues Background Paper

Key issues

- B.1 The review of the Torbay LDS has taken into account the following factors, each of which has a bearing on both the content and timing of the LDF, and its overall direction:

A. Changes in relevant government legislation

Factors to be considered

The Government has released two important new Planning Policy Statements: PPS3 Housing (November 2006) and PPS25 Development and Flood Risk (December 2006). In addition, it has published two Consultation Documents, namely 'Planning and Climate Change – Supplement to PPS1' (December 2006) and: 'Building a Greener Future - Towards Zero Carbon Development' (December 2006).

PPS3 sets out reforms to the planning system that will help local authorities deliver more and better homes, including more affordable and family homes. It introduces important new requirements regarding land supply for residential development. LDF Core Strategy documents are now required to plan 15 years ahead by providing a five year deliverable land supply, together with a further supply of specific, developable sites for a further ten year period. The PPS also sets out detailed guidance on site size thresholds for affordable housing.

PPS25 revises Government policy on development and flood risk. It aims to ensure that flood risk is taken into account at all stages in the planning process to avoid inappropriate development in areas at risk of flooding, and to direct development away from areas of highest risk.

The PPS1 Climate Change supplement consultation draft document sets out proposals on how planning, in providing for new homes, jobs and infrastructure needed by new communities, should help shape places with lower carbon emissions and foster resilience to climate change.

The Building a Greener Future consultation document suggests proposals to reduce the carbon footprint of new housing development. It addresses the importance of moving towards zero carbon emissions in new housing, exploring the links between the planning system, the Code for Sustainable Homes and the Building Regulations.

The Government has also published its White Papers 'Strong and Prosperous Communities' (October 2006) and 'Planning for a Sustainable Future'. The most recent Barker Report 'Barker Review of Land Use Planning' relating to the planning system has also been produced. Both documents put forward possible changes to the role of spatial planning in local authorities and to the LDF process itself, although as stated below may not impact until later stages of the process. The Housing Green Paper 'Homes for the future: more affordable, more sustainable' (DCLG, July 2007) seeks views on proposals to

increase housing supply and to provide well-designed, greener and more affordable homes.

Implications for LDS

Each of the above documents will have profound implications for the content and delivery of the spatial planning policy framework for Torbay. However, the existing Torbay LDF and its constituent documents are capable of addressing the range of policy issues arising from these new and emerging central government policy guidance statements. In particular, the Core Strategy is well placed to embrace these new considerations in terms of the stage that it has reached, i.e. work is taking place on preparation of the Regulation 26 Preferred Options version. However, in the context of these new documents there are implications relating to the requirement for new or revised evidence base material and this issue is addressed in C. below.

Changes from the White Papers, Green Paper and Barker Report that affect the way in which LDDs are produced are likely to impact on the later stages of the LDS. Amendments mooted include a reduction in the number of formal stages and removal of the need for public examination of SCIs. Implementation of some of these changes is likely to require primary legislation. It is inevitable that the Council will need to continue to embrace further new or revised policy guidance that emerges from DCLG during the life of this LDS 2007 Review.

B. Regional policy context

Factors to be considered

The Regional Spatial Strategy for the South West (RSS) is a key component of the new development plan system. The Council has engaged with the Regional Assembly in the preparation of the RSS from the outset. Considerable work has been undertaken by Torbay in respect of the Torbay and South Devon Sub-Regional Study (lead by Torbay) and the Council's own 4(4) (Former Structure Plan Authority) submissions. These documents have helped to shape the emerging RSS. The Examination in Public (EiP) on the submitted Draft RSS, in which Torbay participated, took place in summer 2007. The EiP Panel Report is expected to be published towards the end of 2007, with the Secretary of State's proposed changes report due in Spring/Summer 2008. It is expected that Adoption of the RSS will take place by the end of 2008. In the context of this work, the Council was granted New Growth Point Status in autumn 2006 as part of the government's strategy to increase the development and delivery of housing, new jobs and regeneration in key areas of the country. A NGP Programme of Development was submitted in October 2007.

Implications for LDS

The close involvement of Torbay in RSS preparation has resulted in a draft strategy for Torbay and the Sub-Region that is broadly acceptable to the Council. Both the content and the timing of the LDF Core Strategy Preferred Options document are likely to be consistent with RSS content and timescales. The Preferred Options is therefore likely to be able to embrace any major changes suggested by the Panel and subsequently the Secretary of State prior to its publication.

There has been, however, a significant staff resource implication arising from the Council's engagement with RSS preparation, which continued with the need to prepare submission evidence prior to the EiP, with attendance at specific sessions over a four month period. As a Unitary Authority, Torbay is a key player in the RSS. This role and the Strategic Planning Group's contribution to regional, sub-regional and growth point work has already led to a significant diversion of staff resources away from LDF work, in particular the Core Strategy.

Notwithstanding the impact on the LDS Work Programme, the work carried out on the RSS and NGP has nevertheless been of fundamental importance for preparatory work on the Core Strategy.

C. Adequacy of evidence base and impact of related strategies

Factors to be considered

The LDF must be based on an up-to-date and credible evidence base. This is one of the Planning Inspectorate's key tests of soundness against which all DPDs will be tested at the Public Examination stage. The need to ensure that all DPDs meet the full range of tests of soundness is a key consideration underpinning the entire process, which requires careful and continuous assessment.

A wide range of studies and research has been commissioned by the Strategic Planning Group in order to provide the required basis for preparation of the LDF. This work is supplemented by the Strategic Planning Group's four annual Land Use Monitors, which feed in to the Annual Monitoring Report.

Implications for LDS

Two additional areas of research are required in order for the Council to be properly equipped to develop its future spatial planning policy framework. These are the Strategic Housing Market Assessment (completed in autumn 2007) and the Strategic Housing Land Availability Assessment (HLAA), which is expected to be completed by January 2008. Administration, procurement and management of such projects has a significant impact on staffing capacity of the Strategic Planning Group. In addition, consultants have been commissioned to carry out the 'Mayoral Vision' project. This will provide an action framework for the delivery of key development sites in Torbay and is due to be published in December 2007. The Vision will feed in to the Regulation 26 Preferred Options version of the Core Strategy.

These studies are critical to the Core Strategy and have had a marked influence on the timescale for this DPD, which cannot be finalised at Preferred Options stage until the spatial planning implications of this work and research have been assimilated. In a wider context, the HLAA forms a crucial element of the Council's contribution to the Government's New Growth Points agenda

The Council's emerging Climate Change Strategy will provide an appropriate evidence base for both strategic and detailed spatial planning policies. A Consultation draft is due for publication in January 2008, with adoption anticipated in spring 2008.

The Council's Strategic Flood Risk Assessment has been drafted and is now the subject of updating and amendment following publication of PPS25 (see A. above). The SFRA is due to be completed in January 2007.

The Council's Waste Management Strategy was published in draft for consultation in autumn 2007. The spatial planning implications of this Strategy will be addressed subsequently by the LDF Core Strategy.

The Torbay Retail Study and Torbay Employment Land Review cover the period 2005 to 2016, the original LDF plan period. In line with GOSW advice, and in the context of the emerging RSS, the LDF period has subsequently been extended to 2026. It is intended to secure a '2026 Update' for each of these studies, in order to ensure that the Council has the benefit of any additional data / recommendations that may emerge.

The implications of other strategies that may impact on the LDS, including the Housing Strategy, Economic Development Strategy, Tourism Strategy and Sports Strategy, will be kept under review.

D. Community Plan

Factors to be considered

The Community Plan is the responsibility of the Torbay Strategic Partnership in association with the Council's support team. The new Torbay Community Plan 2007+ 'Turning the Tide' was adopted by the Council in February 2007.

Implications for LDS

The Local Development Framework will be the spatial expression of the Community Plan. The latter contains the Community's Vision, which sets out a clear ambition for Torbay, focussed on economic prosperity. The timing of this document fits well with the work programme for the LDF Core Strategy. It is up-to-date and provides the necessary community direction for the development of strategic spatial planning policies.

E. Torbay's Corporate governance agenda

Factors to be considered

The Council has recently undergone a Corporate Assessment, which has formed part of the wider Comprehensive Performance Assessment. Torbay's Planning Service has been the subject of a Planning Peer Review, undertaken by the Planning Advisory Service (March 2007). Other issues on the corporate agenda include a reassessment of methods of service delivery ('reshaping'), pay modernisation and job evaluation.

Implications for LDS

The CA inspection is unlikely to have any direct impact on the workload of the Strategic Planning Group or the structure of the LDS. The Planning Peer Review however has already impacted on the Group in terms of diversion of staff resources for preparation and undertaking of the Self-Assessment. An allowance will need to be built in to the LDS work programme to accommodate the impact of any subsequent improvement plan. Whether or not changes will occur to methods of delivering the spatial planning policy side of the planning service remains uncertain but changes could impact on

the LDS in the longer term. Job evaluation is diverting resources away from mainstream LDF work.

F. Local democracy

Factors to be considered

The Council held elections for all 36 Members in May 2007 – the elected Mayor remains in position until at least the next Mayoral elections, due to be held in May 2011. A new conservative administration was elected with a large majority. Elections also took place for the first time for the new Brixham Town Council

Implications for LDS

The practical issues raised by the elections resulted in a decision-making vacuum before, during and after May 2007, extending into the summer. Time has been required for new Members to undergo induction training and to establish portfolio roles, committee and working party membership. Time has been required for officers to explain the LDF process and to help new Members understand the chain of events that has shaped the current policy framework. Changes in Member priorities have required assimilation.

G. Resources

Factors to be considered

The Strategic Planning Group has a rolling LDF budget in place, assisted by Planning Delivery Grant (PDG), which covers document production, consultation and research. More recently this budget has been supplemented by New Growth Point funding.

The Strategic Planning Group is a small but well-established and experienced dedicated planning policy section within the Planning, Development and Policy Business Unit. It is responsible for spatial planning, sustainability appraisal, policy, monitoring and research work. Staff turnover and illness can have a serious impact on delivery.

Implications for LDS

New Growth Point funding has been secured that will be used to cover the cost of the Strategic Housing Land Availability Assessment and an additional member of staff in the Strategic Planning Group. To date it has not been possible to fill this post. This input to research and staffing will assist the Group in progressing the LDF programme. The end of the PDG regime and introduction of Housing and Planning Delivery Grant (HPDG) should offer continuity of financial support. However, the basis upon which grant will be awarded has yet to be finalised and actual levels of grant payable are unknown at present.

Although staff illness has not been an issue for the Group, it now has three vacancies. In addition to the new post referred to above, there is a vacancy in the critical area of Sustainability Appraisal (SA). Without SA work being undertaken on LDDs, it is not possible to progress documents to publication stage. This means that the Council is reliant on the use of suitably qualified and experienced consultants in the meantime. There is also a vacant 'Assistant Director – Environmental Policy' post, which has overall responsibility for

strategic planning The success or otherwise of recruitment exercises, the start date and length of time taken for induction and 'settling in' will all be of considerable significance for the LDS. In the meantime, failure to recruit to these three vacant posts will have a profound impact on the LDS work programme and the Group's ability to meet its LDS targets.

H. LDF programme management experience and Strategic Planning Group workload

Factors to be considered

The LDS has now effectively been in operation in Torbay since December 2005. Significant progress in accordance with the LDS has been made since that time for all documents up to the Regulation 25 / Regulation 17 Issues and Options Stages. This progress has continued for the Annual Monitoring Report (AMR), as well as the Statement of Community Involvement (SCI), the Greenspace Strategy SPD and Urban Design Guide SPD, each of which has now been adopted. However, slippage occurred in the latter part of 2006 due to the burgeoning workload relating to input to the RSS and the New Growth Points Initiative, and the need to respond to day-to-day pressures.

Because of the scope and diversity of the LDF programme, the extensive process of public engagement that underpins it and the significant political dimension of the spatial planning process, unforeseen events can emerge that may impact on the LDS work programme. Many of these factors have already been discussed above but can also include such basic issues as timetabling of Council meetings and the political decision-making process.

The Strategic Planning Group workload remains high, with staff actively involved in a very wide range of topics (including key development projects and established partnership working) in addition to core LDF work. There remains a significant and growing time commitment to the provision of strategic planning advice on pre-application consultations and major planning applications.

Implications for LDS

Many lessons have been learnt from this first period of LDS project management, particularly in respect of the need for staff to remain focussed on 'mainstream' LDF work. The impact of the wider Strategic Planning Group workload on LDF production should not be underestimated – it is sufficiently demanding potentially to derail the LDS at any given time.

At a more detailed level, experience has shown that a large amount of time is involved in finalising, printing, assembling and launching individual documents for formal consultation. The management of evidence-base research projects and input to related research has proved to be extremely time-consuming for the Group. Although substantially in place, this work is evolving and will continue to impact significantly on the LDS programme.

One of the key areas of uncertainty relates to the volume of responses received during formal consultation periods, the availability of appropriate software to handle such responses and the need for, and length of, any public examinations.

The impact of unmanageable workloads, stress levels and long working hours on staff should not be under-estimated.

APPENDIX C

Spatial implications of Torbay Community Plan 2007+

The Role of the Saved Torbay Local Plan 1995-2011 and emerging Local Development Framework in meeting the Priorities set out in the Torbay Community Plan 2007+ 'Turning the Tide for Torbay'

The Local Development Framework is required to set out the 'spatial expression' of the Community Plan and provide a framework for realising Community Plan priorities insofar as these relate to the use of land.

The Planning Contributions and Affordable Housing Supplementary Planning Guidance (Regulation 17 Draft November 2007) seeks to prioritise sustainable development contributions at addressing Community Plan themes.

COMMUNITY PLAN PRIORITY	Relevant Policies in Saved Torbay Local Plan 1995-2011	Spatial Implication for the Local Development Framework (LDF)
PRIDE IN THE BAY "Promoting and maintaining a clean and attractive environment"	Chapter 11: Landscape and the Green Environment Chapter 12: Nature Conservation Chapter 13: Environmental Protection Chapter 14: The Built Environment	Core Strategy (LDD2) Greenspace Strategy (Adopted December 2006) (LDD8) Urban Design Guide (Adopted February 2007) (LDD7)
Ensure that all new developments are carbon light and energy efficient	Local Plan Policies EPS: Environmental Policy Strategy EP1: Energy Efficient Design EP2: Renewable Energy	Core Strategy will introduce policy on energy efficiency
Promote the use of sustainable energy	Policies EP5, EP1 and EP2	Core Strategy should introduce a policy on energy efficiency and use of renewable energy
Improve the appearance of the gateways to the Bay at Edginswell and our railway stations	Chapter 14, especially - BE1: Design of New Development BE11: Edginswell Village Envelope Proposal E1.2(B): Riviera Way South E9: Layout, Design and Sustainability	Urban Design Guide
Make existing employment areas more attractive	Chapter 4: Employment especially: E3: Business Investment Areas E9: Layout, Design and Sustainability	Urban Design Guide Site Specific Policies and Proposals (LDD4)

Develop our parks and gardens as part of the tourism offering	Chapter 8: Recreation, in particular - R5: Recreation Strategy BE8: Historic Parks and Gardens	Core Strategy Greenspace Strategy (Adopted December 2006)
Protect and enhance our coastal areas and aim to be a world Geopark	Chapter 11: Landscape and the Green Environment, in particular – L1: Area of Outstanding Natural Beauty L2: Areas of Great Landscape Value L3: Coastal Preservation Area NC1: Protected Sites Internationally Important sites R9: Country Parks (Cockington and Berry Head)	Core Strategy Greenspace Strategy (Adopted December 2006)
“Improving transport choice and make it easier to get around”		
Renovation of Torbay railway stations	T13: Railway Land T15: Improvement of Paignton Railway Station T16: Redevelopment of Goodrington Railway Station	Core Strategy Site Specific Policies and Proposals (LDD4)
Landscaping of the business park at Edginswell	Proposal E1.2(B) refers to this directly	Site is covered by E1.2(B) of Adopted Torbay Local Plan
“Improving the range and quality of cultural and leisure opportunities”		
Build on the quality of customer services, community advice and libraries in the Bay	Policy CF1: Provision of New and Improved Community Facilities	Core Strategy Site Specific Policies and Proposals
Improve the quality of some play areas and playing pitches	Recreation Chapter, particularly – R3, R4, R5, R6 and R7	Core Strategy Greenspace Strategy
Increase workshop and exhibition space for the creative industries	Chapter 4: Employment, particularly – E55, E1 and E6	Core Strategy Site Specific Policies and Proposals
Continue to develop Occombe Farm	R10: Heritage Farm Country Park, Occombe	Site Specific Policies and Proposals
Continue to improve cycleways and the bus network	Chapter 15: Transportation and Accessibility, especially – T3, T9, T10 and T11	Core Strategy Site Specific Policies and Proposals Planning Contributions and Affordable Housing (LDD6)

LEARNING AND SKILLS FOR THE FUTURE		
Early intervention to support children and families and prevent issues developing	Chapter 7: Community, Education and Health Facilities deals with the physical provision of education facilities. See Policies CF5, CF7-10	Core Strategy will deal with spatial planning issues of providing sufficient community facilities and sustainable communities
Targeted intervention when it is needed	No direct relationship	No direct relationship
Improve services to promote the mental wellbeing of children and young people	Policy H5: Affordable Housing seeks an element of affordable housing Policy CF15: Accommodation for People in Need of Care	Planning Contributions and Affordable Housing SPD
Help young people to live a healthy lifestyle, keep fit and avoid obesity	Chapter 8: Recreation	Core Strategy Greenspace Strategy Site Specific Policies and Proposals Planning Contributions and Affordable Housing SPD
Raise standards of achievement in pre-16 aged children	No direct relationship (other than Chapter 7 noted above)	No direct relationship other than provision of facilities as noted above
Raise aspirations and increasing choice 16-19 year olds	No direct relationship (other than as noted above)	As above
Encourage involvement in learning post 19 for adults of all ages	No direct relationship (other than as noted above)	As above. Consider introducing South Devon College strategy in Core Strategy
Work with the voluntary sector to raise skills through community development	No direct relationship	No direct relationship other than provision of facilities
Commit to Social Enterprise Units and the employment of older people aged 50 plus	No direct relationship. However Policies EP1 and CF1 seek to provide ample premises for such uses	No direct relationship other than provision of facilities
THE NEW ECONOMY		
Achieve growth in the traditional tourism, retail, manufacturing, health care and fishing sectors	Chapter 4: Employment Chapter 5: Tourism Chapter 6: Shopping and Town Centres See especially E7 on Fishing	Core Strategy Site Specific Policies and Proposals Torquay Harbour Area Action Plan (LDD3), Planning Contributions

		and Affordable Housing Yalberton Road Planning Brief (LDD10)
Broaden the economic base by encouraging new opportunities that offer high value jobs	Chapter 4: Employment and the Local Economy	Core Strategy Site Specific Policies and Proposals
Increase the number of higher value jobs in existing sectors and exploit technology-based opportunities	Chapter 4: Employment and the Local Economy	Core Strategy Site Specific Policies and Proposals
Encourage entrepreneurship and innovation	No direct link. However Chapter 4 seeks to provide ample employment land/buildings	Core Strategy Site Specific Policies and Proposals Generic Development Control Policies (LDD5). The LDF needs to enshrine a regulation shift in planning away from regulation towards positive management to achieve sustainable development
Encourage business development from traditionally more excluded groups	As above	Not directly a spatial planning matter, other than through providing sufficient employment space through the Core Strategy
Increase the number of new affordable homes built	Chapter 3: Housing, particularly Policies H5 and H6 requiring provision of affordable housing Supplementary Planning Guidance on Affordable Housing (2003)	Core Strategy Planning Contributions and Affordable Housing SPD
Promote and market a positive image for the Bay locally, regionally and nationally	Chapter 4: Tourism	Core Strategy will implement Mayor's Vision proposals
Use heritage-led regeneration to make areas of the Bay more attractive and accessible	Chapter 4: Tourism, especially – TU1: Harbourside and Waterfront Regeneration Chapter 14: Built Environment	Core Strategy will implement Mayor's Vision proposals Urban Design Guide
Increase the proportion of people of working age in employment and make sure older people are valued as an asset in the Bay	Chapter 4: Employment CFS: Community Facilities Strategy	Core Strategy Site Specific Policies and Proposals

<p>STRONGER COMMUNITIES</p> <p>Develop modern and dependable social and health care services in communities, and modern acute care when needed in a rebuilt Torquay Hospital</p>	<p>Chapter 7: Community Facilities, especially CF5 and CF1 Policies CF13: Torbay Hospital CF14: Health Centre, Great Parks CF15: Accommodation for People in Need of Care</p>	<p>Core Strategy Planning Contributions and Affordable Housing SPD</p>
<p>Public health programmes to prevent avoidable ill health such as introducing measures to halt the rise in obesity</p>	<p>Policies CF12-CF14 deal with Healthcare Chapter 8: Recreation and Leisure</p>	<p>Core Strategy Site Specific Policies and Proposals Greenspace Strategy Planning Contributions and Affordable Housing SPD</p>
<p>Promote the health and social well being of young people, including working with schools and South Devon College to reduce the number of teenage pregnancies</p>	<p>No direct planning responsibility. However Chapter 12: Community Facilities and Chapter 14: Recreation and Leisure deal with Provision of Healthcare, Education and Recreation facilities</p>	<p>No direct planning responsibility other than to provide and improve facilities</p>
<p>Implement the 'Sure Start to Later Life' model making sure increased independence, healthier, active living, fairness and recognition in work and later life, increased economic well-being and higher quality dignified support and care when needed are all adopted</p>	<p>Policies in Chapter 7: Community Facilities deals with the provision of health, education and similar facilities</p>	<p>No direct planning responsibility other than to provide and improve facilities</p>
<p>Prevent homelessness</p>	<p>Chapter 3: Housing, particularly – H5, H6, H7 and CF3</p>	<p>Core Strategy Planning Contributions and Affordable Housing SPD</p>
<p>Tackle domestic violence by raising awareness and providing coordinated support services</p>	<p>No direct relationship. Policy CF3 deals with Hostels</p>	<p>No direct planning responsibility</p>
<p>Continue to develop the Supporting People programme which offers housing related support to help vulnerable people live independently in the community</p>	<p>Policy H5 seeks an element of supported housing Policy CF15: Accommodation for People in Need of Care</p>	<p>Core Strategy Planning Contributions and Affordable Housing SPD</p>
<p>Create a safer environment by maintaining our street</p>	<p>Policy CF2: Crime Prevention</p>	<p>Core Strategy Generic Development</p>

wardens, undertaking programmes of neighbourhood improvement and designing out crime in new developments		Control Policies Urban Design Guide Great Parks (and other) Planning Briefs
Support local decision making in neighbourhoods and integrated access to public services	No direct land use relationship. However Chapter 7 deals with Provision of Community Facilities	Increased role of spatial planning in achieving local accountability. Core Strategy Statement of Community Involvement
Reduce and prevent crime, building on the work of our successful Youth Offending Team to target children who are at risk of offending	Policy CF2: Crime Prevention Policy CF5: Sustainable Communities Strategy	Core Strategy Urban Design Guide
Reduce the fear of crime by taking steps to speed up enforcement actions including the removal of abandoned vehicles, graffiti and vandalism and providing better information to the public. Maintaining programmes to deal with drug and alcohol abuse	Design of the built environment can have a significant impact on crime and fear of crime – see Policies CF2, BE5 and BE1	Core Strategy Generic Development Control Policies Torbay Harbour Area Action Plan
Increased choice in integrated public services and developing some local decision making	No direct land use planning policies (other than as noted above)	Statement of Community Involvement
Support volunteers in the community and self help	No direct land use planning implication	No direct spatial planning responsibility
Increase access to and quality of private rented homes	Chapter 3: Housing, especially – H7: HMOs NB: with the exception of social rented housing, tenure of housing is not usually governed by planning (as opposed to occupancy)	Core Strategy (although tenure is not usually a spatial planning matter)
Increase the uptake of affordable warmth grants	Not a land use planning issue. However, EP1: Energy Efficient Design will reduce heating costs	Not primarily a spatial planning matter. However requiring energy efficient design will significantly reduce heating costs

APPENDIX D

Torbay in context – statistical profile

Torbay is the UK's leading long-stay holiday resort. Its three towns - Torquay, Paignton and Brixham - stretch out around a sheltered bay on the south coast of Devon. It is one of nine unitary authorities in the South West and one of the eleven principal urban areas which are recognised in Regional Planning Guidance for the South West (RPG10 - September 2001). The Draft Regional Spatial Strategy for the South West 2006 – 2026 (June 2006) identifies Torbay as one of twenty Strategically Significant Cities and Towns within the region. Torbay has an interdependent relationship with its hinterland and the neighbouring towns of Newton Abbot, Teignmouth and Totnes.

The most recent estimate of Torbay's population is 133,200 (Office for National Statistics [ONS] Mid Year Estimate 2006). This rises to around 200,000 people at the height of the holiday season. The population is older than the national average, with 74.9% of its population being of working age, compared to 77.7% in the south west. The population is projected to rise to 149,300 by 2016 and 162,500 by 2026 (ONS 2006 Sub National Population Projections). A contributory factor is the pressure for retirement housing, as well as family homes.

Around half of Torbay is urban, with an average density of 21.1 people per hectare. In comparison, the South West has a population density of 2.1 and England and Wales 3.5 people per hectare.

An average of 508 dwellings per year was built in Torbay between 2001- 2007. 73% of these were on previously developed (brownfield) land, which exceeds the Government's target of 60%.

Torbay has a very pressing need for affordable housing. The 2003 Housing Needs Survey found a need comparable to Inner London. Average house prices are currently just under 11 times average earnings, compared to around 10 times in the South West and 8 ½ in the UK. Lower quartile house prices are estimated to be over 17 times lower quartile pay, (compared to 14 times in the South West and 13 times nationally). In mid 2007 there were just under 4000 households in housing need on the Homefinder Torbay waiting list for rented accommodation and a further 470 on the Home2Own waiting list for shared ownership properties.

Torbay is part of the Exeter and Torbay Housing Market Area Partnership. The Housing Market Assessment (ORS 2007) found an annual housing requirement for 817 dwellings in the Torbay Unitary Authority area. Of these, there is an annual need for 404 social rented dwellings and 96 intermediate dwellings, i.e. affordable housing constitutes about 60% of the overall housing requirement. The HMA study indicated that most of the requirement is for smaller dwellings: 19.1% for 1 bedroom and 69.3% 2 bedroom properties. However, other evidence, including the Draft Strategic Housing Land Availability Assessment, has shown that there is a danger of the flat market being saturated, whereas the market for family houses remains strong.

Low incomes are a significant contributory factor in this. Torbay's mean gross income in 2007 was £17,929, compared to £21,658 for the south west and £24,710 nationally. Although unemployment has fallen recently to around the national average, male unemployment remains a significant problem. Gross value added in Torbay is only 70% of the national average, reflecting the poor quality of many jobs. Although the 1990s saw the growth of the high tech electronics industry, there has

been a dramatic reduction in recent years, with the loss of over 5000 jobs from the former Nortel since 2000.

Torbay suffers from a relatively peripheral location, which is exacerbated by its separation from the national dual carriageway road network and main Plymouth - Paddington railway line. There are also more localised problems of accessibility, particularly along the Western Corridor, west of Paignton.

As well as housing and employment, the people of Torbay have significant education, cultural, health care, shopping and recreation needs. Waste management and environmental protection are also pressing issues, particularly in the coastal zone.

Torbay remains one of the country's premier resorts with 51,510 bed-spaces to be found in its hotels, guest houses, holiday centres, campsites and other forms of holiday accommodation (1999). Torbay is both a touring centre for this wider area and as a result of its concentration of natural and developed attractions and facilities, it attracts holiday makers staying outside Torbay.

Torbay has one of the nation's leading fishing ports at Brixham. The port has the country's second highest landings by value (£14.6 million in 2002/2003) and third largest by tonnage (about 8,770 tonnes in 1998 – MAFF 2000).

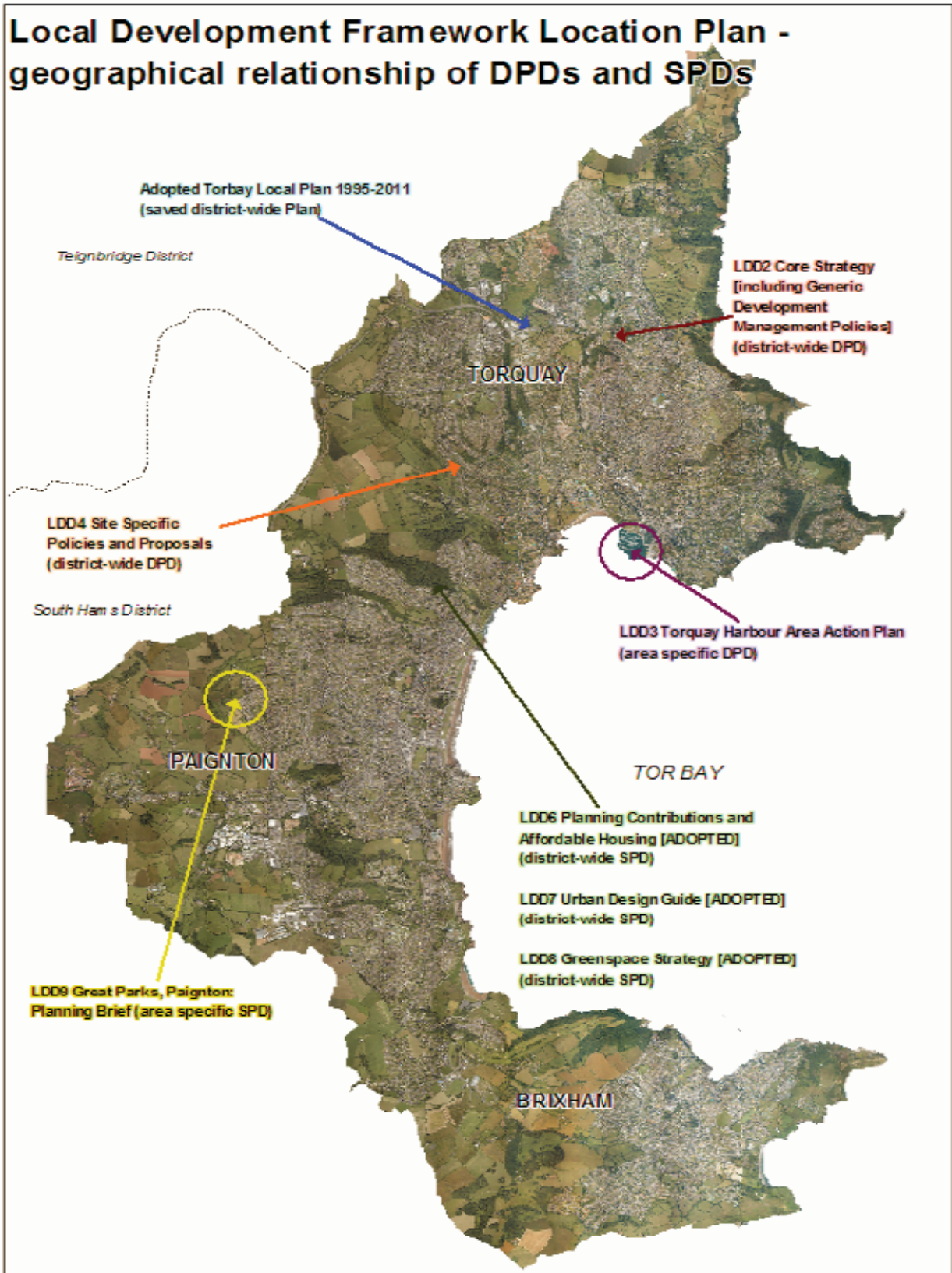
Torbay has outstanding environmental assets. A significant part of the south of the district is within the South Devon Area of Outstanding Natural Beauty (AONB), whilst the other open countryside has County-wide landscape designations (mainly Area of Great Landscape Value (AGLV)). In addition there are locally important areas of open space which serve to maintain the separation between the main towns and villages, as well as for recreation.

Berry Head in Brixham is an internationally important site for wildlife, whilst Torbay contains 12 SSSIs and National Nature Reserves (NNRs). It contains important habitats for a number of protected species including ciril buntings and the greater horseshoe bat. The marine fauna is also extremely rich and dolphins are frequently spotted in the Bay.

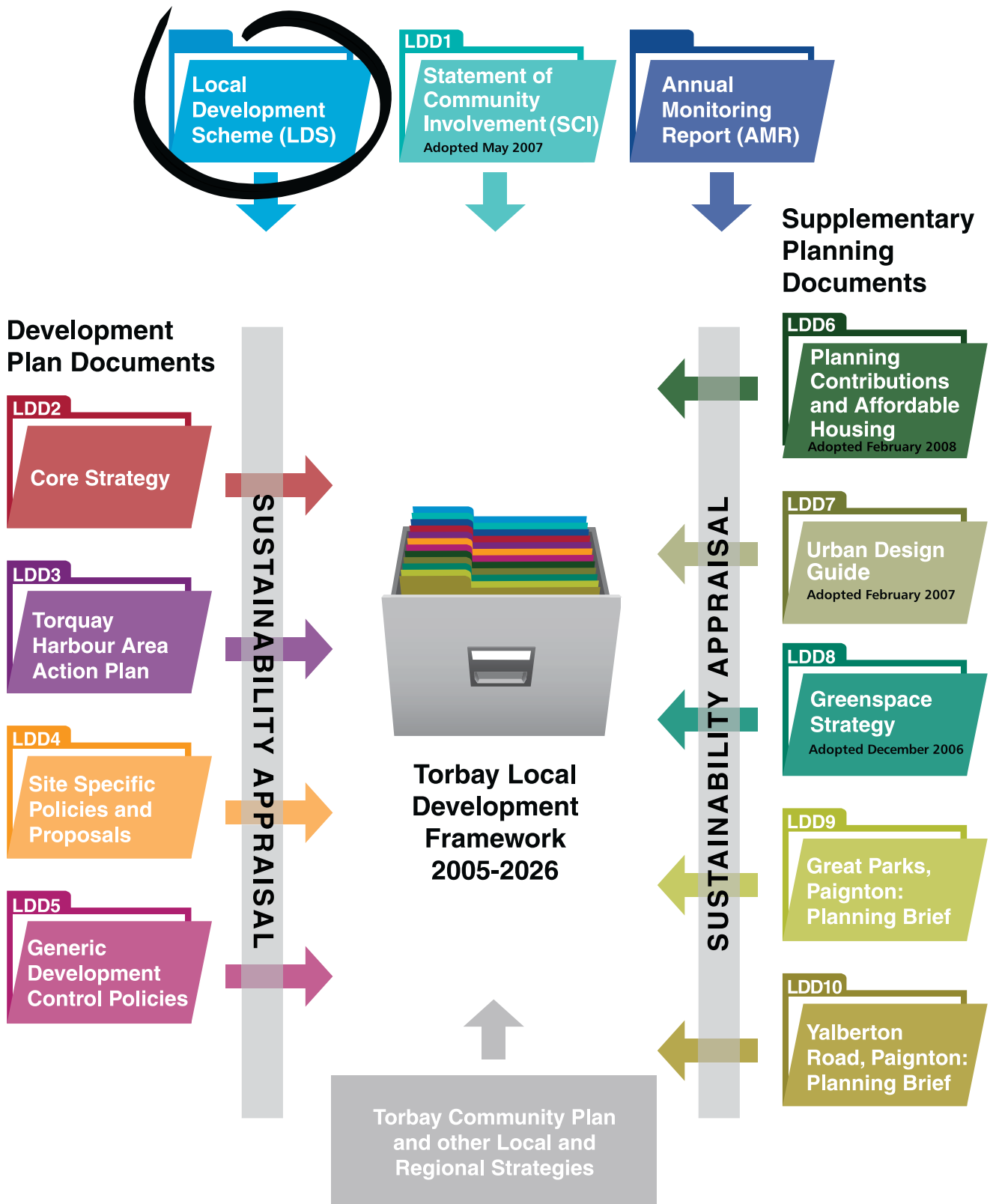
Torbay has a significant archaeological heritage with 14 scheduled monuments, around 860 listed buildings and 23 conservation areas.

APPENDIX E

Torbay LDF location plan – geographical relationship of LDDs



The structure of the Local Development Framework



This document can be made available in a range of languages, on tape, in Braille, large print and in other formats. For further information please contact 01803 208804.